

CANADIAN

# Welfare

October - November

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## The Canadian Welfare Council

Was founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Dominion Department of Health.

### OBJECT

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

### METHODS

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences.
- (3) Field Studies and Surveys.
- (4) Research.

### MEMBERSHIP

The membership falls into two groups, organization and individual.

- (1) Organization membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their programme, articles of incorporation, or other statement of incorporation.
- (2) Individual membership shall be open to any individual interested in or engaged in welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada, or not.

### FEES

1. Sustaining Members . . . . . Annual Fee, \$50.00 — Representatives: 5
2. National Organizations . . . . . Annual Fee, \$ 5.00 — Representatives: 3
3. Provincial Organizations . . . . . Annual Fee, \$ 3.00 — Representatives: 2
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In electing the Governing Board and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other free publications as may be published from time to time.







## Liberty and Charity

My fellow Canadians:

Far from Canada tonight, I add my voice to the summons to service in humanity's unfaltering battle on the home front.

Today we fight for democracy. What is democracy but faith and charity among men, and what is the practice of charity but the gift of understanding as well as of alms?

The centuries have taught us no greater simpler truths. For the loss of charity and understanding among men and nations, the world lies stricken and torn today.

I know no better message than those blessed words:

"Though I speak with the tongues of men and of angels and have not charity, I am become as sounding brass or a tinkling cymbal.

And though I have the gift of prophecy and understand all mysteries and all knowledge; and though I have all faith, so that I could remove mountains and have not charity, I am nothing.

And though I bestow all my goods to feed the poor and though I give my body to be burned, and have not charity, it profiteth me nothing.

Charity suffereth long and is kind; charity envieth not; charity vaunteth not itself, is not puffed up.

Doth not behave itself unseemly, seeketh not her own, is not easily provoked, thinketh no evil:

\* \* \*

Charity never faileth but whether there be prophecies, they shall fail; whether there be tongues, they shall cease; whether there be knowledge it shall vanish away.

\* \* \*

And now abideth faith, hope, and charity, these three but the greatest of these is charity."

Indeed the greatest of these is charity for charity renews faith and in faith is hope born anew—hope of food for the hungered, of clothing for the naked, of rest for the battered and weary, of the guidance of little feet along fair paths, of understanding for unsteady youth, of solace for the beaten and embittered, of refuge for the broken, infirm and old.

Need I say to you, my countrymen, that charity must not cease because of war? Rather, should I not say that war cannot cease except in victory lest charity should no longer endure, charity of thought, of deed, and of gift.

It is lest the charity of decent human living perish from the face of the earth that we fight.

Let us then fight, if need be let us sacrifice, for charity itself!

Let no community service in Canada face tomorrow with doubt or fear while it is within the power of Canadians to provide, of their own free will and gift, assurance of their maintenance.

# The Flame of Quenchless Light

**S**OCIAL WELFARE in Canada for the first time has a new and common emblem. It is an emblem of progress and patriotism,—a blazing golden torch against a maple leaf background of crimson.

It symbolizes the quenchless light of human service by those who are working, striving day by day to hold high the torch of self sacrificing devotion.

In the last war the torch, an age old symbol of public service, was reborn through John McCrea's poem. To-day it takes on new significance. While our brave soldiers line the coasts of Britain, and our young heroes sweep through the endless blue, we at home have still our parts to play. We are lifting a torch of hope against the night of human woe.

This torch has a warmth born of freemen's scorn of bondage. It symbolizes neighbourliness as opposed to regimentation, and the friendly helping hand as opposed to the Gestapo. It stands for our hope that social service will pierce the darkness, and reveal the wrongs we must right, the sorrow we must assuage, and the hardships we must relieve.

**WELFARE** prints, by request, the eloquent tribute to our symbol, given by Lady Helena Hardwicke, at the close of CBC's feature presentation "Mrs. Brown Had Five Sons" over a national network on Friday, Sept. 26th, 1941. This inspiring description of the spirit of our symbol comes from Mr. John Heron, through the Financial Federation of Montreal.

While the democracies planned for neighbourliness and peace, the totalitarians dreamed of a great world kingdom where none should be free. We must demonstrate that our scheme of life is right, that it is progressive, and that it is founded upon eternal truths.

Our torch emblem is only a symbol, but it stands for a determination that its dauntless flame shall spread a wide glow of selfless service from coast to coast.

While Canada is turning out proud legions of young falcons to sweep down on Hitler's guilty brood, those who remain in civil life must take up this torch and hold it high in protection of the weak, the ailing and the families of those who serve. Our loyal hands and hearts must be the shield to guard Canada from the tyranny of want and the

cruelty of despair. We must not only feel with our hearts, but act with our hands and purses. We must support, you and I, at home and abroad, the Federated Charities, the Community Chests, the Welfare Services which are maintaining on the home front the principles for which the battle front is fighting.

## A MESSAGE

from

### THE PRIME MINISTER OF CANADA

The public appeal of the Community Chests throughout Canada has received the endorsement of the Federal Government. To the official endorsement, I should like to add a personal word of commendation and appeal. We as a people are committed to defend, to the utmost of our strength, the cause of humanity in the hour of its greatest peril. We cannot put forth our utmost strength if we neglect the elementary human needs of the unfortunate and the suffering in our midst. It is to meet those needs that every citizen is being asked to lend a helping hand to the afflicted and the distressed.

At a time of war when there are so many urgent and essential calls upon individual generosity and good will, some may feel that their duty has been fulfilled when they have responded to the demands which the sufferings of war have occasioned. The war appeal is pressing, and it cannot, and must not be ignored. But the war has not banished human need and human suffering in our own country. We cannot afford to forget claims equally pressing upon our generosity, and upon our social and individual consciences.

To inspire us we have the example of Britain. The people of Britain have not permitted the appalling suffering of war to blind them to the needs of those whose misfortunes spring from less dramatic causes. Their response is indeed greater than ever. Ours in Canada should be no less immediate, and no less generous.

W. L. Mackenzie King.

## In Memoriam

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### ED. E. REID

THE GREAT Canadian, whose loss to its Board the Council mourns, was named Edward Ernest Reid but it was as 'Ed. E. Reid' that thousands of Canadians knew and revered him.

At his obsequies, his friend and pastor, Dr. John Y. Mackinnon likened him to Isaiah's Messiah whose strength afforded "an hiding place from the wind and a covert from the tempest: as rivers of water in a dry place, as the shadow of a great rock in a weary land".

And that *was* true of Mr. Reid. No Canadian citizen of any generation more faithfully, earnestly, and effectively served his day and country, or exerted a greater power for good in its growth and weal. There was just no sphere of its life in which he was not actively interested and unselfishly engaged. Indeed had he been less readily, less modestly, less wholeheartedly accessible to every plea for his invaluable aid he would probably be with us still.

His versatility was as unusual as his energy and his generosity. A graduate in mathematics and an actuary, he mastered every branch of insurance and was as expert in a publicity 'set-up' as in an investment appraisal. His approach to any question was comprehensive, direct, analytical; his decisions swift, their execution rapid and complete.

But, withal, there was a kindness, a humaneness that encouraged explanation and responded, with warm spontaneity, to the person or cause, fortunate enough to win his confidence. In that happy company was the Canadian Welfare Council, whose programme in maternal and child hygiene owed more to him and his Company than to any one person. For over a decade now, tens of thousands of mothers and children who might never know his name enjoy health and strength because of the work which he made possible.

Ed. Reid never quibbled nor shuffled about where he stood on great moral issues, never sold the cause for the purpose of the hour or the favour of the crowd. He compromised with no evil or chicanery. His code of conduct was simple, upright, temperate and good. He kept faith with all, his Church, his company, his employees, his university, his fellowmen,—youth and aged, rich and poor alike, in the community of his native city, in the community of his nation. In all things and times and places, he was a Christian gentleman.

To few men has it been given to see integrity and sheer decency so fulfilled within a lifetime. He saw his company grow from two small rented rooms to a national institution, than which there was none sounder in the Dominion and from which over a thousand employees crowded the Church where the representatives of a whole country thanked God for the gift and memory of such a life.

Unafraid in the confidence of a perfect faith, Ed. Reid has passed from the sight of men, but

"Nothing is here for tears, nothing to wail  
Or knock the beast, no weakness, no contempt,  
Dispraise, or blame, nothing but well and fair,  
And what may quiet as in a death so noble."

## Ol' Man River

AMAZINGLY life just seems to "keep rollin' along" for Canada and Canadians. Slowly, steadily, apparently irresistibly, in sheer weight and its own momentum the Nazi Wehrmacht shoves further and further into Russia. Doggedly, incredibly, that inscrutable land gives constant battle, yielding slowly but, in its withdrawals, moving with a consistency of plan that suggests an almost sinister certainty of purpose and result. Already in that extended battle line, it would appear that more men, women and children have been destroyed than the entire adult population of Canada.

Daily on the far-stretched battle lines, the people of our own Empire give up their lives on sea, on land and in the air, and almost daily somewhere, someone dies, a free man or woman or child, at the threshold of their own homes or in the pleasant English countryside as random raids continue. The long nights give earnest of dread things, the more dread in that their full terror now is known.

Millions surge, oppressed, unhappy, seething in the hope of some "break through" in the ancient, shattered cities, and the unquiet, beautiful towns and countryside of the Europe we had known and loved.

And in the mysterious East the spiced airs of Persia hum to the battle plane and tanks rumble

### AN EDITORIAL

through the byways of the Holy Land.

A whole age and civilization struggles in death pangs, for, while we do not doubt our dominance of the future, we do know that it can bear little identity with the *laissez-faire* past into which a wearied world had slumped.

### *Canada at War*

A young people, a people, on the whole basely ignorant and indifferent to world currents and affairs, Canadians seem treading the even tenor of their ways, unaware, or, at least, too little concerned at these tremours in the structure of human civilization.

Yet, revolutionary changes *are* taking place in the background of our daily lives, had we but the perception, the interest, and the courage to detect and appraise them. And ancient freedoms, our individual lives, are being laced into the strait jackets of war controls, our safety dependent upon our intelligent realization of what is happening and our retention of the power, at any moment, to exercise by constitutional means our right to change or alter these restraints upon our rights and privileges as free men.

It is inevitable that, very shortly now, we shall perceive more definitely what is happening to the fabric of our life. We cannot trans-

fer more than 40% of our national income to the purposes of war and not have marked repercussions in our standards of living, both community and individual. It is right that it should be so, that the sooner Canadians are prepared to think of this struggle in the terms of sacrifice that it has meant for all other continents, the nearer we shall be to that spirit, determination and courage from which victory will be bred.

### *Shifts in the Social Strata*

The equivalent of nearly 10% of our active wage-earners is withdrawn to the armed services. Over half of our employed population is now engaged in war production, and a 40% enlargement is indicated as essential almost at once.

Such developments cannot but pull the whole pattern of our life violently out of alignment, not only in the contraction in the variety and luxury of consumer goods, but in tremendous readjustments in the processes and location of production. Population is being uprooted and transferred, families are being separated in some areas, in others being moved with all the impact of related problems of housing, schooling, health and community services.

The employment of women and young persons is cloyed with all the dangers which have led to the slow and patient erection of the safeguards it has taken years to throw about them. We see the separation of mothers from young children, the spectre of night work, school and labour permits gather-

ing dark clouds on our horizon, behind them the blacker cloud of the threat to all the fundamental bulwarks of our life. How far can we retreat, in the strategy of speeded up production, and not sacrifice irreparably?

In spite of controls, the cost of living inexorably mounts. If we protect those—and this means not only the industrial worker but the small worker-owner, the worker on his own and the agriculturist—on the borderland of decent maintenance by higher exemptions from income and defence tax or a cost of living bonus, shall the rest of us not be required really to sacrifice, and thus learn that war is war and each of us has his part to play in maintaining social and economic stability at home, as others man the machines of production for long hours, and yet others offer life itself on ship, and battle line and in the sky?

Nearly a quarter million accounts are now open in dependents' allowances and assigned pay—some indication of the extent to which home life is shaken by the withdrawal of adult men from therein. Over \$6¼ million a month is being expended in allowances through the fabric of a new Dominion executive machine, but with administrative and service functions running through existing social services, public and voluntary.

Training of men drafted to military duty is also showing its impact on the home, the number of applicants for exemption on economic or compassionate



grounds showing reflections in requests for verification of claim from the local social agencies. The responsibility is one that they are obviously in an excellent position to assume on the basis of experience, but not resources and the practical problems of effective collaboration with the public authorities are likely to emerge as a definite issue, shortly.

#### *Voluntary Financing*

The Departments of Finance, Defence and War Services and the auxiliary voluntary effort, war- and all-time, are gradually but definitely getting better co-ordination into our services. War financing and voluntary appeals are being "seasonalized" (to do violence to the language!), and all major war auxiliary appeals are being merged in the Canadian War Services Fund, with programmes and budgets almost certainly better correlated to the official services and with each other.

Provincial and municipal controls demand stronger provisions to assure an equally consistent integration, economy, and efficiency in local appeals for unrelated war purposes and among the all-time agencies. Proposals are before provincial, municipal, and community bodies now, while the Department of National War Services has recently placed a ceiling on the cost of projects to raise money for war purposes. No project will be granted registration as a war charity if the estimated cost exceeds 25% of the anticipated gross proceeds. Any registered

fund, which plans to use entertainment talent from outside Canada must first secure permission from the Minister. Local action should "follow suit" or the "charity profiteers", driven out of the war zone, will invade the purviews of the home services.

In an endeavour further to clarify the areas of the war-time and all-time services, the Department has issued a special appeal, urging the all-time services to underwrite their needs for 1942 now, and discouraging plans for inclusion in the community's War Services Fund campaign next spring. Where, in spite of this request, joint appeals are planned, the Department warns that war service needs will have 'priority of claim', in War Service Funds and that, therefore, all-time services will be best assured their needs by participation, primarily, in straight community service appeals.

#### *Community Organization*

More thought is being given to community services in a realization of the importance of the home front in a war of this nature.

Two more large cities are added to those, strengthening their community planning facilities and federating their all-time service appeals,—Edmonton and Kingston. The Quebec Board of Trade is studying a project for the Ancient Capital where a new family service for the dependents of combattants has just been set up. Community campaign plans for Saint John have not materialized but still simmer. Moose Jaw

and Cornwall are having a sequence of cleared appeals, probably a prelude to closer partnership next year. Portage la Prairie, Manitoba, Owen Sound, Ontario, Amherst, Nova Scotia, Lethbridge, Alberta are typical of communities of 'second size', hard at studies of better planning of their services and resources.

War is bringing more business methods into the efforts of canvassers and more sense of corporate responsibility among contributing groups. From Hamilton, perhaps more extensively affected by war production than any other large city in the Dominion, comes an interesting development now extending to more than twenty-five plants and business houses. With numerous appeals of various types, the employees and management of the major industries got together. The employees in each plant have formed an Employees' Charities and War Services Fund, set up within the employee organization and at the request of the employees themselves. Into it a minimum voluntary contribution, which is running from 10 cents per week upwards, is authorized by a signed individual pledge card, directed to the pay department. These deductions are then deposited by the treasury officials of the plant to a special account and are disbursed from time to time in the amount and to the appeals which are approved by the members of the employees' own benefit committee. This committee is elected by them for a year's service.

Hamilton reports that there is general satisfaction, since the employee is now being approached only once a year for major home and war appeals; any one contribution is small and no burden; continued requests to the management and continued canvasses in the plant are eliminated with the consequent upset in routine and production; the employees determine where their money is to go, what it supports, and in what quotas. And, most interesting of all, the amounts available for allocation are greatly increased over the sporadic giving which prevailed previously.

#### *Community Planning*

More consistent effort to assure partnership on the local front of each community is following various patterns.

Vancouver's Council of Social Agencies provides the executive arm for the successful Co-ordinating Council for War Work and Civilian Service, with 112 public and voluntary bodies participating therein. The Council has also operated a downtown referral office for the direction of people, either offering or seeking help.

Winnipeg has set up a complete Co-ordinating Council and plans to follow the Vancouver scheme.

Ottawa's set-up follows quite different lines but common principles. A Co-ordinating Council of Civilian War Services participates in a joint executive committee with representatives from the Council of Social Agencies, whose staff and office are at the service

of the Co-ordinating group. The latter operates through the same major divisions as the Council itself, but within the specific areas of war aspects of the field concerned, e.g., Health Services, in their war-time aspects, Family Service in war-time, War Problems in Child Welfare, and (replacing the Leisure Time Division of the ordinary Council) the United Auxiliary War Services Division.

Halifax, Saskatoon, and other Councils have appointed War Service Committees, while Edmonton, Victoria and yet other Councils are dealing with war problems within the community, on the whole, through their existing committees, appointing special committees as needed, and working directly with the local Co-ordinating Committees of the Auxiliary Services of the Department of Defence on all relevant problems.

#### *Volunteer Bureaux*

The clamour of people, offering voluntary service especially in war effort, is perhaps indicative of a growing consciousness of the speeding up of the Canadian war machine generally. The problem of constructive use of such reserves of dynamic energy is a complicated one for most of the heavy work to be done means full-time service, in the armed forces, (even for the women if their auxiliary work is to be disciplined and fully useful) in war production, in business, civil service or community undertakings. In a mechanized civilization and a totally organized state, part-time and sporadic work

is more and more restricted. The problem is particularly worrying the United States, and they are working along lines, being tried out in Canada, particularly in Winnipeg, even prior to the war.

Central community voluntary service registries are being set up, where they do not already exist, on a co-operative basis for all types of service, war and community, and under the direction of no one organization.

The fundamental principle being followed is that of *registration first of needs and openings for volunteer service, each agency, business house, governmental activity, war service specifically registering what work it wants done by volunteers at what time, for what periods, and under what conditions*. Then, and with the categories of help required, clear and catalogued, volunteers are encouraged to register, and are referred to the post requiring them. The Volunteer Bureau thus becomes a co-operative registry and referral office, controlled and at the service of all inquiries, and in no way the executive arm of any one agency or group of services.

#### *Maintaining Vital Services*

The need for calm discussion, cool planning and unselfish execution of community services becomes increasingly evident, if, to use Mr. Purvis's vital words "We are not to achieve victory in this generation and lose democracy in the next." It is inescapable, that with war's primary demands on our resources for the men and munitions of battle, the residuum

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English reserve is part of English strength. Because *WELFARE* believes the wife of the newly appointed Governor of Barbados said things we need to know in her national broadcast, we reproduce it.

## At What Price!

*A Broadcast by* LADY BUSHE

**A**FTER two years of war in England, much of it in London, and after some weeks on the sea, not without incident, in getting here, Canada seems like Heaven.

The lights, the abundant food beautifully cooked and served, the perfect golf courses and clubs, and this lovely city of Ottawa, with every window and building intact, and with it all, the wonderful kindness and hospitality of the Canadian people, have made an impression which I shall never forget. I have enjoyed every moment of my stay, but you will understand me I feel sure, if I say not without some sadness of heart when I think of the contrast with the conditions in England.

### *The Cost of Freedom*

I am not going to attempt to describe the bombing of London. That has been done by many able writers. For myself I think there has been an inclination to make too much of a romance of it. One hears a great deal about the small tradesman who emerges in the morning from his bombed and ruined shop with a Union Jack and a notice "Business as Usual" but not so much of his neighbors next door, who have lain crushed and buried all night, and have mercifully died towards dawn.

One hears much, too, of people holding hands in a shelter and singing songs, but not so much of the scenes after that shelter has been hit by a bomb. Nor, it seems to me, is sufficient thought always given to the people who are to go through life permanently injured, and the children blinded from glass or blast. No doubt it is wise that in England a discreet veil should be drawn over these things, but I think that in a great country like Canada, whose help England needs so much, you should be told the whole unvarnished truth.

### *Just Human*

Personally, I did not find that one got used to bombing. At first, last August, one could sleep through most of it, but later on in September when the buildings around were falling, when one's friends had been killed, it became impossible, and each day was just reduced to this—a struggle to get home in time to get dinner over before the bombing started, a long night and then bed about 5 or 6 a.m., for two hours sleep before starting another day. And at that time there was day bombing too, so that the difficulty of getting home was great, and there were always long queues of people waiting for buses and trams and it was wonderful to see how steadfast

people were, when as often happened there were raids at that hour.

I shall always remember one evening when my husband arrived home in a taxi, with a bomb overhead which hit a house lower down our road, and all the taxi driver said was "Gor blimy, Sir, that was a bit too near!" The spirit and courage of those carrying on the public services was amazing. Well, the raids are over temporarily, but people are now having to deal with the rationing of food and clothing, which is a real hardship.

#### *Rationing*

For the rich there are hotels, for the manual workers there are canteens, but for the great mass of people it is a matter of providing food in their own homes. Just consider what it means. You can spend only one shilling—that is 25 cents—on meat a week per head and when I left, this had to include things like liver and kidneys. If

you get one egg a week you are lucky. There is fish, but it is expensive and poultry is out of the question except for the well-to-do people, chicken being 10/6 each when I left. Two ounces of bacon a week, one ounce of cheese, half a pound a month of either jam, marmalade, honey, or syrup. Think of what that means when you have a family of small children to feed. There is no cream, and milk I believe is now rationed.

Clothing also is rationed. For those with a good stock of clothes this is as yet no hardship but for poorer people who have no stock, and for those who have lost all they had from bombing it is a real and hard problem. These few facts will have given you an idea of the contrast of conditions here and in England, and you will not be surprised to hear with what joy and relief people in England look forward to those supplies which Canada is now sending.

### THE CENTENARY OF PROBATION

UNITED STATES services have been celebrating the hundredth anniversary of the introduction of the principle of probation in the handling of offenders. Charles Chute in *The Lawyer*, September 1941, gives a graphic picture of a drunkard about to be sentenced in the Boston Police Court in 1841, when a "determined yet respectful Boston shoemaker, John Augustus" rose in court, and pleaded:

"Your Honor, if this man be given another chance I will take

him under my care and answer to the court for his conduct. Jail will ruin him!"

"He became, without official status, the first probation officer in the world. During the remaining years of his life John Augustus 'bailed out' over 2,000 defendants who he believed showed promise of reformation. Out of that entire number only ten are said to have absconded."

Today probation is part of the system of the treatment of crime throughout the world.

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## Defences for the Aftermath

IT WILL be recalled that within the first few weeks of war a Committee of the Cabinet was constituted under the chairmanship of the Minister of Pensions and National Health (the Honourable Ian Mackenzie) to deal with problems of re-establishment of ex-service men, and reconstruction generally. Its executive arm is a sub-committee consisting of deputy heads and senior officials of relevant branches of the public service, with private citizens serving on call on sub-committees or special projects. General H. F. MacDonald of the Pensions Commission is chairman, Mr. Robert England, Secretary of the Committee, Mr. Walter Woods was made associate deputy minister of Pensions and National Health and entrusted with the governmental administrative responsibilities in this department as plans are adopted and become policy.

Committee studies and activities comprise several major categories,—demobilization: provision of post-discharge pay or war service gratuities: employment: preferred placement in the public service of ex-service men: vocational training or apprenticeship placement: continuance of interrupted educational training: training and re-establishment of special casualties: settlement in rural or urban areas: and post-war administration of

funds subscribed or accumulated for war services or purposes.

### *Discharges*

Of 35,000 discharged from the forces nearly 60%—a number running to 9% or 10% of enlistments—were released as medically unfit for active services: about 25% as unlikely to make good efficient soldiers, or “for cause”; and about 15% as under age, for compassionate reasons, or to transfer to necessary civilian or other services. So great is the demand for man power of any type that the Minister, at a recent press conference, stated that to the best of his department’s knowledge, less than 1,500 ex-service men were at present unemployed. (Some of our social agencies would likely aver that they were nearly all in the “middle group” above, the “rolling-stones” and “unadaptables” of any time, peace or war!)

### *Some Special Provisions for Ex-Service Men*

Already effect has been given to several recommendations from the general Committee.

1. An order-in-Council was passed, protecting the position and preserving the rights of any employee enlisting from the Dominion Civil Service for active service.

2. Related to this order is another extending preferences to ex-service men in all Dominion

Already discharges from the Canadian forces exceed 35,000 men, running about 14% to 15% of enlistments. Thus even before “the war is over”, rehabilitation assumes broad proportions.

Government contracts and civil service employment.

3. Another order requires employers to reinstate ex-service men in their former employment upon honourable discharge.

4. Three other orders are related,—one grants 30 days pay and allowances to any man, honourably discharged after six months' service; a second continues allowances to any ex-service man receiving treatment in hospital, after army discharge, until his pension application is disposed of; a third provides one year's free hospitalization after discharge to all requiring it.

5. September the first saw the Veterans' Welfare Division, within the Department of Pensions and National Health, equipped with local officers in all administrative districts. These officers will be located in the Dominion Employment Service offices, and will endeavour by all possible means, to develop and make effective, ex-service men's preferences in placements, as well as advising them as to vocational training, etc., and serving as liaison officers in reference to general health, welfare and similar services.

#### *Unemployment Insurance Benefits*

Most important and far-reaching, however, of any of the measures yet undertaken, is that of "over all" coverage of all men on active service in the Unemployment Insurance plan, as from its inception on July 1st, 1941. In an approximate adaptation of the

British government's action in 1916-17, Mr. Mackenzie released details of the plan in a public statement on October the 1st, which, so far, is authorized by Order-in-Council only. (It is assumed that such a far-reaching and significant development will be given statutory stability at the next session of Parliament).

The Minister explained that: "In order to bring men returning to insured occupations under the Unemployment Insurance Act to a parity with civilians, the Government will pay into the Unemployment Insurance Fund an amount equal to contributions which would have been paid by employers and the men themselves had they remained at the same occupations for the whole period of their service."

#### *Costs*

The cost, the Minister explained, could not be easily estimated "... because of the varying numbers who might be entitled to benefits under the different circumstances provided for.

"Assuming 250,000 men returned to insured occupations under the Unemployment Insurance Act and 100,000 qualified for benefits while engaged in training, educational courses or while awaiting employment the cost might be \$70,000,000.

"The cost of various rehabilitation measures after the Great War, including war service gratuities, clothing allowances, training allowances, medical care, land settlement and other things ran to

\$338,000,000, but other associated expenditures brought the total up to more than \$500,000,000."

#### *Special Benefits*

Listing, in details, the benefits of the scheme, the Minister's statement continued:

"1. Young men whose academic or professional education has been interrupted by service in the armed forces may secure assistance, if needed, to enable them to complete their education.

"2. Discharged men who can be assisted in obtaining employment by means of vocational training courses will be provided with subsistence while receiving the appropriate training.

"3. Discharged men experiencing ill-health not directly attributable to military service, but hampering them in obtaining employment, may be given financial aid while undergoing remedial treatment (already made available under Order-in-Council of May 10, 1941).

"4. Discharged men who return to, or take up, private enterprise, such as farming, may be assisted

during the period in which they are awaiting returns.

"5. All ex-servicemen who, through no fault of their own, experience delay in obtaining civil employment will receive employment protection at least equal to that available for civilians already under the Unemployment Insurance Act, and under similar conditions.

"6. After the discharged person has been in insurable employment for 15 weeks within any period of 12 months after discharge, his military service subsequent to July 1, 1941, will be counted as insured employment under the Unemployment Insurance Act. In any period of unemployment prior to completion of the 15 weeks, he will have the protection of out-of-work benefits under this post-discharge plan."

It is understood that general reconstruction plans for the absorption of industrial workers, for land settlement, and for urban housing, are now under Committee study.

C.W.

#### THE CENTENARY OF PROBATION

At the centennial observance of John Augustus' historic proposal, the National Probation Association of the United States adopted the following charter:

1. To strengthen interest and understanding between citizens and their courts.

2. Through accelerated educational effort to further acquaint the public with probation and parole, and to enlist its aid in im-

. . . Continued from page 10

proving these services on all fronts throughout the nation.

3. To stress probation, parole, juvenile courts and crime prevention as common sense approaches to the problem of crime that pay appreciable dividends to society in human values as well as in dollars and cents.

4. To raise standards of personnel, eliminate political interference with the courts, and to urge more progressive statutes where needed.

The Welfare Officers' Section of the Ontario Municipal Association has passed a resolution, favouring co-ordination of publicly financed social services. Sarnia's welfare officer gives his views.

## A Generalized Centralized Service

E. G. AHERNE

**A**FTER nearly two years of study on the job, centralization of publicly controlled welfare services seems essential to assure:

1. Adequate aid, in its fullest meaning, to those who are unfortunate enough to require public assistance.

2. The concentrated, friendly guidance and advice to the recipients of aid that alone will cleanse our municipalities of much that is a reproach to our citizenry.

3. Reduced administrative costs in the social services.

With employment at a record peak, with an ever increasing demand for recruits for the Armed Forces, and with new lines of war production developing daily, there are still people—and there always will be some people—who will require some form of free financial assistance. They need food, fuel, clothing, shelter, medical and surgical care, hospitalization, dental attention, glasses, braces, medicines, etc.

Some of these people cannot be held responsible for their circumstances, unless, indeed, on the general principle that each man alone is responsible for what he is today. Others have contributed definitely to their own plight by personal 'bad' habits, wastefulness, poor management, despondency and a gradual descent into a

"What's the use?" attitude.

But, even in the latter group, as an experienced 'municipal poor' officer, I am firmly of the opinion that many of the adults and, of course, the bulk of the children offer material that will repay our salvaging.

But for this, it is imperative that the publicly controlled and financed social services entering the home should operate as one unit, plan and handle each case right to its ultimate conclusion, along lines of need and of service rather than of this or that provincial and municipal tax unit.

As it now is, the local Welfare Department is a sort of "catch-all" for cases that may not be acceptable to the Old Age Pension Board, to the Mothers' Allowances, the Family or the Children's Agencies. And yet, the municipal department, by reason of this very fact, has practically no means at its disposal to effect the necessary 'case work', the individual rebuilding, the need for which is glaringly before them every day. All other Agencies can refuse the case, knowing that, in the end, it must drop into the municipal welfare net. There is no safety net under the recipient of aid, unless his circumstances so change as to permit him to become self-sup-

porting again, and the Municipal Welfare Department, now regarded as existing for the "relief of chronics", is left without the means of re-building.

It may be argued that, if it is true that a full measure of assistance is not available to the municipal department, there is lack of co-operation between the different branches of community social service. We all agree that child neglect is still with us, that illegitimacy is most certainly on the increase, and that defective sight, disease, physical and mental handicap and general suffering call for constant welfare. Each unit of our services is fighting valiantly but each is handicapped by its own limitations. No one agency, public or voluntary, has "all-round" authority and so we see results daily which could be cured by the co-ordinated effort of a general service.

Here is a typical case—

**FATHER:** Aged 57. Has a rupture and suffers from rheumatism. Drinks fairly heavily, but is not a drunkard. Has no special training and has done pick and shovel work only. Has a Doctor's certificate to the effect that he is fit only for light work. Has always been shiftless and willing to take the easiest way out.

**MOTHER:** Aged 49, but looks older. A poor housewife and manager; not in particularly good health. Because of these facts and because she has always been denied proper "tools" to work with, she has allowed the

home to become untidy and dirty.

**CHILDREN:** Two boys and two girls aged from two to eight years. The oldest, a girl, goes to school. Children are seldom clean and are allowed a great deal of freedom, wandering the streets by day. Seldom go to bed before ten o'clock and can often be seen "of an evening" asleep on a chair or couch, or on the floor. Their meals are not regular, and, while they get sufficient food, it is poorly rationed and cooked. One of the boys has weak eyes and one boy and one girl require dental treatment.

**HOUSING:** A frame house, three bedrooms, sitting-room, dining-room, and kitchen. Heat is supplied by a coal heater in the living room (in poor condition) and cooking is done on an old kitchen range. Before coming on relief, the family ran up arrears of rent amounting to \$60.00. The Welfare Department now pays a monthly rent of \$12.00. House needs a new roof and some of the plaster is down. Wallpaper is dirty and torn away in places. Landlord is unwilling to make any repairs and states that he would rather be rid of this family as they are destructive to property.

#### *Loss of Effort To-day*

Now, what do we do with this case as we are now organized? The family are on relief, so are receiving money for food, fuel and clothing. Their rent is being paid and they are given a certificate each month which enables them to consult



their doctor free of charge. If any of them require hospitalization, the hospital doors are open. The municipal nurses call on them and recommend dental treatment for the boy and girl. Through the good offices of a Service Club, glasses are provided for the boy. The nurses advise the mother regarding regularity of meals, need for regular hours of rest for the children, proper diet and method of cooking. They have done all they are able to do. The Children's Aid do not enter into the case, there being no "neglect" defined by statute. So those children are allowed to grow up looking upon the Welfare Department as their banker and provider. They will probably leave school the moment the law permits and start life under a heavy handicap. Some of these children, quite likely, will grow up to become liabilities rather than assets to the country.

Yet, under a system of co-ordinated, municipal administration, this family might be transformed into a self-supporting, self-respecting unit. The employment arm would insist upon training and work for the father. With this, and good case work "new heart" could be put into the mother and she would be receptive to new ideas. The children could hold up their heads at school and the whole family could be given a different and better outlook upon life. But it calls for strong, centralized, well-financed, well-staffed municipal health and welfare services, working as one unit, under provincial legislation and finance.

Another 'duplicating' case: A widow and her four children are receiving mother's allowance. Because of thriftlessness, or, perhaps, immorality on the part of the mother, this allowance is cut off, the municipal welfare has to catch them. Under 'Relief' they are still given a monthly cheque, although of a lesser amount. The Municipal Welfare Department has a smaller area, so can exercise more concentration on the case and check more frequently than was possible for the mother's allowance officers. However, with no more authority or staff, the office can only see that the money is not grossly mispent. The woman may still continue in her immorality however, unless it brings her into what the Children's Aid will accept as 'neglect' of the children. Co-ordination between the welfare office and the mothers' allowances might have kept things straight in the first place.

Much splendid, sincere and effective work has been and is being done by all bodies,—federal, provincial and municipal. Children's Aid Societies, Old Age Pension and Mothers' Allowance Boards, The Victorian Order of Nurses, Municipal Boards of Health, Municipal Welfare Departments and others have conscientiously and courageously fought the enemy wherever he showed his head, but, like the Balkan States, if we have not the foresight, the wisdom and courage to forget our own prejudice, departmental jealousy and self-interest and unite and give battle as a co-or-

Continued on page 36

A public welfare administrator unburdens his soul on the need of centralizing public services and this suggests the applicability of some recent comment from the Council's director.\*

# A Generalized Voluntary Agency

## I. AN ADMINISTRATIVE UNIT OF COMMON SERVICE

**I**N THE post-war day, two securities, economic and physical well-being, will be insisted upon by a people who have seen spent in six months by our Dominion Government alone, in an armed fight for survival, as much as all three levels of government spent in a decade on all forms of aid and works in a vitiating fight for survival of our own people for whom we could not create or provide self-supporting occupation.

### RELIEF OF NEED

They will insist upon the planning of gainful occupation for all our citizens within our resources, for the maximum social insurance compatible with actuarial safety.

What of two things,—of the inevitable, recurring, unpredictable social breakdowns from which human life cannot escape, individually or in the social group, and

What of the administration of these most difficult processes of ascertaining and meeting the needs of human beings?

Service given as an inalienable benefit from a contractual obligation can be organized, extended, administered on a broad and

general basis. Service, dependent on many determinants, varying with every individual's character and circumstances cannot; it must be intensely personal, it cannot safely be isolated from the local milieu no matter by what ultimate unit of responsibility it is financed.

### DOMINION-PROVINCIAL RESPONSIBILITIES

Responsibility has been divided in finance and administration as among Dominion, province and municipality in relief at need. Administration has been left entirely with province and municipality beyond a somewhat sporadic and nominal supervision from the Dominion, almost wholly from the angle of assuring compliance financially with the general terms of statute, regulation, or interprovincial agreement. This has been the case even where the Dominion has provided the major share of costs as in old age allowances.

### PROVINCIAL-MUNICIPAL RELATIONS

The provinces, on the whole, have observed no such consistency. No matter by what name called, assistance at need with no contributory payment, no contractual basis is social relief and in it we have had four major categories

\*An address to the Association of Children's Aid Societies of Ontario.

in the last decade in Canada,—unemployment aid, old age pensions (so miscalled), mothers' allowances, and general municipal relief.

The first has been shared as to cost by Dominion, province and municipality, administration left largely to the local authority under provincial supervision.

General relief has been left as to cost and administration wholly with the local authority, except the special grants for the sick and destitute in the unorganized territories of the western provinces.

Two provinces today share a small part of old age allowance costs with their municipalities but all nine administer them directly on a provincial basis.

Two of the seven provinces with mothers' allowances redistribute a small portion of the costs to the local authority, but all seven directly administer them.

Other major categories of help at public cost, even care in provincial institutions, or hospital or similar care, shared by province and municipalities, are, on the whole, entrusted to the local authority as to applications therefor and their approval.

Consequently, we have municipal welfare officers and departments intimately in touch with local life, handling investigation and service for all categories of public aid and relief, but provincial committees and staff covering the same territory and administering two forms of specialized relief—assistance to the aged and to

needy mothers, with dependent children.

#### AUXILIARY VOLUNTARY SERVICES

And, in practically every community we have our welfare services, supported from voluntary funds, auxiliary to these basic public welfare provisions. Most constant in form, purpose and programme of all of these actual welfare bodies is the Children's Aid Society, the empowering statutes, under which it comes into being, varying in few major aspects in most of the provinces. It offers a peculiarly characteristic British hybrid growth in its remarkably effective combination of voluntary initiative, direction and responsibility with public supervision and assumption, as a public liability, of all costs of permanent care and certain other carefully worked out partnerships.

Now, what therefore has been happening in our welfare services? Let us exclude our great cities, like Montreal and Toronto, for they and our other larger cities are not as typical of the country as a whole as the 57 cities between 10,000 and 50,000 in population with their contiguous territories, districts, counties, and, even less, of the hundreds of towns and villages, hamlets, townships, settlements and parishes in which more than half the Canadian people dwell.

#### A WELFARE UNIT?

Do we not have to agree upon some basic principle of a unit of territory and population adequate to justify and sustain good full-

time welfare services and staff, and on that county, district, or territorial unit, call it what you will, build our unit of welfare planning and action with proportionate participation in costs of the local units therein?

And, very essential, this evolution of a public welfare unit should visualize the concentration within it, of all administration, chargeable to public funds, regardless of the paying authority, with some such prescription of minimum provincial standards of personnel and service, and inspection as prevail in the relations of provincial and municipal authorities in the school system. It is the only way to get good service and personnel, for these will never come while we have one or two municipal welfare officials, inadequately equipped in resources, and an old age investigator and a mothers' allowance investigator and a regional relief investigator all cavorting over the same territory, all equally handicapped. The answer is a well organized, correlated unit, with one director, with assistant qualified staff, and generalized provincial inspection.

#### KEY VOLUNTARY AGENCIES

So much for services directly at the public cost. What of the auxiliary welfare services, those agencies and activities in which citizens are not thinking of what they *have* to do, under the compulsion of statute and taxation, but of what they *want* to do for people? Here the citizen is thinking of living rather than merely the

maintenance of life; he is, as it were, throwing his defences far beyond the trenches that must be held when disease or disaster actually strike. He is thinking here in terms of personality of the individual lives of men, women and children. This area, surely, is safest, in a system of free government of free men, when happily, eagerly assumed as their voluntary responsibility.

And, here, we have to have clearer thinking, more integrated planning. These voluntary activities run the gamut of the health services, fundamental in which is the local hospital, the clinic and the superb bedside nursing service of the V.O.N.; of care of the aged, infirm, and handicapped, served by your private care homes, your crippled children's services, your 'C.N.I.B.', etc.; here is the whole field of healthful housing and service programmes to the young—the Y.M.C.A., the Y.W.C.A., the Boy Scouts, neighbourhood and playground centres, etc.; and here is the great area of family and child protection.

And, if there be need for better planning and 'jointing' up of the public welfare services of the community, there must be double need for similar processes among the voluntary agencies, and then for both together about a common table. And, in all areas of action, that of voluntary effort for children and families in their own homes is one of the most confused today. How can it be clarified and better served?

#### II. IN NEXT ISSUE, THE CHILDREN'S AID, A COMMUNITY AID SOCIETY?

Dr. G. F. Stephens, President of the Canadian Hospital Council and now Superintendent of the Royal Victoria Hospital, has long been a leader in the development of general community, as well as health, services. We asked for permission to adapt this address of his.

## Some Relevant Factors

THE maintenance of civilian welfare services is an essential wartime activity. The relative value of auxiliary war and auxiliary peace-time services should not be discussed in a competitive spirit of comparative value but this does not preclude a word of calm counsel.

In this war wherein people will fight only if passionately convinced of the spiritual values involved, the sustaining of high emotional and spiritual tensions, characteristic of all wars, is quite essential. In the necessity of developing war enthusiasm and effort to this emotional pitch, there is a real danger of indifference and neglect for the ordinary, routine, hum-drum duties and services, in which however, the gears of life must continue to mesh and move.

This is especially applicable to the voluntary health, welfare, and benevolent auxiliary services, which, like the auxiliary war services, depend upon citizen effort in time, personnel and resources. The Great War gave tragic examples of many essential peace-time services, unselfishly foregoing their claims on citizen personnel and financial help in favour of war charities, only to find themselves, 'down-at-heel', and disintegrating

when demobilization, post-war suffering, unemployment and the 'flu epidemic all combined to throw an accumulated backwash upon them.

We have some 300,000 men on active service: suppose that figure reaches 500,000: that means 5% of Canada's normal population. The full authority of the national state takes over all their essential needs from the day they enter training, until,—on the basis of recent announcements—they are back in civil life, and actually at gainful occupation. So, at most 5% of our population are under arms, and perhaps 2½% to 3% may move into closely related activities. That is the measure of the cross-section of the Canadian population for whom our auxiliary war services will be required.

So, there rests back 93% to 95% of the population, relying still on the regular public health and welfare services (almost exclusively provincial and municipal in administration, and predominantly so in financing), and upon the auxiliary community welfare services. Only 5% of the constant block of population they serve pass over to other authorities and the auxiliary war services. True, their dependents receive allowances from the same authority, with a great lifting of financial pressure,



but particularly from the public relief authorities, and only to lesser degree, from the health agencies, particularly the hospitals and nursing services, and the social agencies. The Dominion authorities, wisely, are not building up new service machinery for this work: they are using existing community services but that both extends and increases their responsibilities. In January 1941 there were 97,000 allowance accounts for wives and children: in August there were 124,600 for them, and 18,000 for other dependents. These are *accounts* only, they represent, with assigned pay cases too, perhaps a quarter million people, and they have their problems for the social agencies.

It is not fair to judge the whole group by the adjustment jobs,—the women who have never handled money, and think \$79 a month, a gift from above. Is it any wonder that with the ease of instalment buying and the certainty of this cash income they should be tempted to purchase a radio or a new stove or refrigerator, or even a fur coat? Think of the many who are striving and succeeding in making both ends meet on their allowances until sickness overtakes the mother or one or more of the children. Separation allowance and assigned pay are inadequate to provide for more than the basic standard of living and allow little leeway for prolonged illness, surgical operation, payment of doctors' fees or hospital bills. For all of these, helping the stable, steadying the unstable,

the regular social agencies must still stand by: the fighting men themselves expect it of us.

The second major group from whom service requests multiply is the tremendous production army, —men, women, yes, and children—on whom munitions and supplies depend. Half our employed population are in war plants, their ordinary ways of life disrupted often, working at terrific pace, sometimes hundreds of miles from their homes, or former place of life. They are working hard, strange, bewildered, wages seem good but costs are rising. Many have been years idle, poor or on public aid: everything from health to housing have to be 'jacked up'. They have been going in and out of our clinics, hospitals, and family agencies for years. They keep on coming and bring new men, strange and worried in the 'big city' to get our help.

And there's another problem, provincial and especially municipal governments, with lowering revenue, are continually checking on the voluntary agencies as to whether much of these costs should not be federal and paid for from war funds!

And, the hospitals, health, and welfare agencies have with us always, our third group—the fundamental group, whom we are founded and maintained to serve, —those whose plight does not change with war. The things that place people in need of health and welfare do not stop in war-time. They just have to go on.

Pressures are going to increase as the war becomes more terrible. All that is not essential will go. How well shall we test?

## Winnipeg Makes An Appraisal

THE Community Chest of Greater Winnipeg has been simply sprouting ideas this summer and autumn, with some of the most vigorous and interested Board members that it has been our good fortune to work with in charge of various phases of their campaign.

The Winnipeg Chest got the idea of making a personal "self-sales survey". They prepared a questionnaire that only very honest and very earnest salesmen would risk sending to their public! They took a cross-section of their contributors and mailed out 1,000 of these self-examination and confessional forms. They sent 400 to a selected list of the contributors from \$1 to \$5; 500 to a similar list from \$5 to \$25; 75 to donors in the \$25 to \$100 group; and 25 to contributors of \$100 and over. No less than fifty percent of those circularized took the trouble to reply.

Here is what the Winnipeg Chest asked.

### *More or Less?*

During war time, would the contributors expect the demands on the Chest services to be greater, or less, than in ordinary times, and for what reasons? Over half of those who replied expected that the demands would be about the same, and of the other fifty per-

cent, nearly two-thirds expressed the belief that requirements should be less.

Through the returns there ran a remarkable sense of conviction that the work done by the social agencies typified the very obligations and privileges of democracy. They suggested the wisdom of stressing the comparison between voluntary givings of free people and the compulsory deductions from income of authoritarian states.

### *How Interpret?*

The second question asked the subscribers whether they preferred to learn the story of how the money is spent by the community agencies through newspaper reports, or a special mail folder. Overwhelmingly, the donors expressed their preference for word of agency activities through the newspapers. There is no doubt that the economy of "telling it in the news" was a consideration in the decision of many.

### *Whom do you like?*

The third section of the questionnaire listed the member agencies under five headings,—Children's Aid and Welfare; Care of the Aged; General Family Welfare and Dependency; Aid to the Sick; and Character-building and Similar Services. Under each heading, each individual agency was listed, and

three columns were provided which could be ticked off by the donor with his rating of the essential nature of the work performed by each under the classifications "Great Importance", "Moderate Importance", and "Don't Know".

Now the Winnipeg Chest are a canny lot, and they just have not published the result of this return, but there are evidences that it has been salutary and informative. Their report says, very skilfully, "A valuable list has been obtained of the agencies in the relationship of their general appeal, familiarity and the interest to subscribers".

#### *No Pay*

To snare the white rabbit of rumour that is always running, the questionnaire asked whether the subscribers understood that the entire campaign effort was the service of canvassers who freely gave their time. It is encouraging that there was hardly an answer that did not afford complete understanding of the voluntary contribution of the campaign machine.

#### *A Bid for Grousing*

The fifth heading asked for any criticism, or any comment whatever, on the Chest itself, or its member agencies. The replies were overwhelmingly complimentary in expressed satisfaction, but there were certain quite definite criticisms.

One of these is a criticism generally applicable, in the opinion of informed persons, throughout Canada, namely, that the general public is not given enough information about the actual type

of work done in individual cases by the modern social agency.

#### *Tag-Days*

The other most frequent criticism was that the Community Chest has not eliminated tag days as the public anticipated. The Winnipeg report does not cite it, but Winnipeg last year had eleven tag days, as against six in previous years. The question here, and in these times, is not that the Community Chest has not eliminated tag days, but what would the situation be were the Community Chest not bringing businesslike methods into public appeals?

After all, the control of tag days is a matter of municipal enactment and licensing, and not of the control of the public by voluntary welfare services.

#### *Overlapping*

There has been recurrent criticism also in the Winnipeg replies of overlapping in certain fields of work, and, incidentally, the Community Chest and Council have appointed some committees to go into certain phases and field of their work with their agencies.

#### *The Y's*

The other field of criticism is also recurrent, namely, that the general public feel that the Y.M.C.A. and the Y.W.C.A. should be self-supporting agencies, and that the charges for their services to their members should be sufficient to cover costs.

#### *Publishing Donors*

The sixth Winnipeg question dealt with the point of whether the names of donors of \$5 or more

should continue to be published in the newspapers.

The majority of opinion of all the group canvassed is for the continuance of the publication of these lists.

### *Profiting by Advice*

Based on these returns, the Winnipeg Chest is substantially recasting much of its educational appeal, arranging for the presentation of a series of case histories in the editorial pages of the dailies and for small special newspaper editions, in a four-page issue, covering the field of agency services in news style.

To meet the point of criticism of letting donors know exactly why this service needs this amount, and that, that, a special letter has

been prepared to show those agencies directly affected by the increase in living costs in food and clothing and fuel especially.

A special memo giving the fundamentals of the appeal, typical case stories, etc., was prepared for the foreign language newspapers.

Another special effort, arising from the study, was the arrangement of visits, particularly by the governing bodies of the municipalities in the Greater Winnipeg Chest, to each of the agencies serving their area.

It would appear that the Winnipeg sales study has been an undertaking of very considerable value, in the adaptation of which many other communities could benefit. C.W.

## CANADIAN COMMUNITY CAMPAIGNS

(as reported to Council House, Oct. 14th)

	OBJECTIVE	DAY OF DRIVE	AMOUNT	% OBJECTIVE
<i>Week of Sept. 22nd</i>				
Winnipeg Community Chest .....	315,000	18th	264,890	87%
<i>Week of Sept. 29th</i>				
Montreal Financial Federation...	752,000	8th	742,000	98.4%
Hamilton.....	161,352	8th	110,865	68.8%
Ottawa.....	160,000	11th	112,027	70%
Toronto Federation of Catholic Charities.....	115,152	6th	73,888	65%
Edmonton.....	86,700	7th	35,000	40%
Halifax.....	60,000	9th	50,000	83.5%
Regina.....		no report		
Saskatoon.....	33,000	10th	15,576	47.2%
<i>Week of Oct. 9th</i>				
Toronto Federation for Community Service.....	601,006	3rd	210,337	35.7%

Planned leisure has a vital role in the control of venereal disease say Dr. Don. Williams, Director, and Mr. Jack Balcombe, supervisor in Epidemiology and Welfare in the B.C. Division of Venereal Disease Control.

## Planned Leisure In War Time

J. K. BALCOMBE AND D. H. WILLIAMS

**A**HEAD OF US lie days of national danger, days when free democracies are literally fighting for existence. Two major tasks confront the people. One is to make the nation so strong that attacks from without may be resisted. The other is to expose and disarm all of the internal enemies which seek to undermine national strength and efficiency.

It is a fact that while the activities of fifth-columnist and foreign agents have received wide attention and aroused demands that these subversive forces be suppressed, the most destructive agents within a country are not always those paid by foreign governments. One agent which causes the greatest havoc and does most to undermine the efficiency of a nation is disease—all serious diseases in general and the venereal diseases in particular. The critical days of national emergency require that every citizen in our free democracy make it his duty to assist in reducing the menace of venereal disease. We know that the control of syphilis and gonorrhoea is not entirely a medical problem. It is also an economic problem, a social problem, an educational problem; it is a problem so deeply rooted in our society that the co-operation of every citizen is needed to solve it. Leisure time planning can be a vital aid in the control of these diseases.

In the past, war has always brought with it an increase in the incidence of venereal disease, both in the armed forces and in the civil population. It must always be remembered that, contrary to popular belief, the whole population is involved; for, venereal disease in the armed forces is simply a symptom of venereal disease in the civilian population.

### *War and Personal Morale*

The reasons for this increase are not difficult to detect. "Our ulti-

mate success in reducing venereal disease depends, in no small degree, upon building a nation composed of wholesome family units. One of our major problems is the strengthening and preservation of the family as a fundamental unit of society. A nation of good homes will have a minimum of venereal disease."\* War, unfortunately, is a destroyer—not only of men and machines, but also of family life and relationships; of morale, security and ideals; and the accepted modes of conduct and morality. Families are separated;

\*See *WELFARE*, Jan., 1941, p. 17, "Social Disease in the Family".

large groups of men are brought together in army camps or industrial areas with a total absence of home influence; women are burdened with increased responsibilities in the home or in the factory; children are deprived of proper parental supervision; men and women, both single and married, are left without normal outlets for the expression of their basic drives.

The desire for expression still remains, nevertheless, and is, in fact, intensified because of the need for release from the regimentation of the army or monotonous factory life. Left to themselves many people will drift into unhealthy relationships and anti-social activities during their leisure periods. The organized exploiters of commercialized prostitution and cheap entertainment will capitalize on the situation. Prostitution and promiscuity will increase and with it venereal disease. Already such results can be seen. Briefly, here is the problem which the community must face: to devise methods for protecting group morale and to provide a substitute for family life for those away from home.

#### *Recreation a Therapeutic*

The development of adequate leisure time activities would seem to offer a partial solution. Such facilities must cover all groups—civilian as well as military—for all citizens are affected by the stresses and dislocations of war,—members of the armed forces, workers in defence industries and other industrial fields, domestics

and single women in the lower income brackets, and finally, families in which the male member is away from home.

#### *The Armed Forces*

In some ways the armed forces present a lesser problem than the other three groups, if for no other reason than that numerous organizations, both national and local, are bending every effort to assure the men adequate outlets for their leisure time. Then, too, they have little money to spend, are always subject to military discipline and usually have to return to their barracks relatively early in the evening. On the other hand many of them are young, away from home for the first time, and after a few weeks of training, drilling and discipline, they are easily swayed by destructive community activities.

The average man in the army, navy or air force needs more than athletics, dances or parties. He needs a semblance of family life—something he has always been used to and which is entirely lacking in the armed services. To assist in supplying this need, the further extension of private hospitality by civilian families is important. Formal entertainment should not be wanted or needed; rather, the idea should be to "adopt" a particular soldier and make him feel part of the family group. He should have a place to stay on his short leaves and, if he wished, be permitted to bring his friends to the home and entertain them in an atmosphere approximating his own



home, instead of always in communal club rooms. Private hospitality has been fostered by the auxiliary civilian agencies with a good deal of success and has been most successful when the original contact with the family has been made by the men themselves. However, such contacts are difficult for the soldiers to make unless they are given a greater opportunity to meet civilians socially.

We must realize that keeping a soldier out of trouble means helping him from finding army life monotonous. A happy, contented soldier is much less likely to get into trouble than one who feels driven to seek escape from a drab life. Build up this morale, keep army life interesting, give him something pleasant to do in his spare time, and he will not turn to vice for an outlet for his energies.

It is well to note, too, that many enlisted men have never learned how to make their own recreation or use their spare time. They must be taught to plan their leisure and to realize that enjoyment can be obtained from non-commercialized group activities. They will only learn how to play when planned recreation is made a normal and accepted part of their military life. This is a task for the military authorities themselves, and would probably be effected most easily if organized recreation within barracks was the responsibility of army personnel trained in group work. A start has been made along this line by the use of trained auxiliary workers in the various units. However, there are often not

enough of these workers; also, their job is made more difficult because they are attached to an area, not to a unit, and the unit may be moved just when they are getting to know the men.

#### *More "Co-Ed" Parties*

When enlisted men go on leave they want to meet young women and participate in the regular life of the community. If the community does not give them the opportunity to do this in a wholesome way, the underworld, the beer parlors and the cheap dance halls will. Unfortunately, many of our War Service Organizations do not provide for any mingling of men and women in their recreational centres. The development of "hostess houses" and "clubs" has been helpful in this regard but, in some cases, their success has been partially nullified because of insufficient houses, too few women and poor supervision. This deficiency should be remedied without delay by recruiting an adequate number of attractive, wholesome young women to help entertain the boys on leave. Any such schemes will fail, of course, if sufficient women do not volunteer. Too few women and too many men mean too much competition for the girls' attention; men will soon feel discouraged and leave to seek entertainment elsewhere. If the community is small and situated near a large military area, the problem is no less pressing and more difficult of solution. However, possibly young women from the surrounding areas could be persuaded to

participate in the activities. This type of program might even be developed further to include other civilians such as young men and "their girls", married couples, etc., so that our military men could broaden their acquaintances and interests and not feel they are a group set apart from ordinary life. This mingling of civilians and military men would also aid the growth of private hospitality.

#### *Workers in Munitions and Defence*

The next group to be considered are the workers in the defence industries and other industrial fields. The importance of these people to our war effort is realized everywhere, but they are usually less adequately cared for than enlisted men. The war has brought millions of dollars in new wages to these workers, tremendous expansion in industrial areas, and frequently considerable shifting of employees to old or new industrial regions. As a result, housing, recreational facilities and provisions for low cost medical care are often miserably inadequate. The problem of arranging recreational outlets for such groups has not yet been satisfactorily solved. Workers in the field state that industrial employees favor commercialized recreation and seldom take advantage of organized community resources. One suggestion is the development of organized leisure time activities within industrial plants. The Y.M.C.A. has made a significant start in some of the isolated munition plants in Eastern

Canada. A growing interest in this type of recreation has occurred in the United States, taking the form mainly of group games, outings, and cultural activities. The main purposes of these programs have been to foster good fellowship and a social spirit, to maintain morale, to secure efficiency and to promote good industrial relations. Experience indicates that employees should assume initiative in their programs and pay as much as possible of the cost.

#### *Workers in Household and Personal Service*

A third class of persons requiring consideration is employees in domestic and personal service. This group is of importance because the incidence of venereal disease is very high among these women and they are responsible for a rather large number of military and civilian infections.

Here we have an occupation characterized by low wages, monotony, loneliness, lack of a normal home life and difficulty in finding satisfactory recreational outlets. Unless those in it have family ties or special interests, and relatively few of them have, they are at loose ends during their leisure periods. Unless some more wholesome and yet attractive alternative is available, the tendency is for them to drift about a town patronizing public dance halls, the cheaper cafes and theatres and the beer parlors. Through these associations undesirable companions are often met, with unfortunate results. When infected

with venereal disease, these women are often very difficult to trace because of the casual type of relationships formed. Consequently, they soon may be responsible for spreading the disease to a considerable number of men. Many will be soldiers whom they pick up on the streets or in the haunts just mentioned.

To some extent the above situation can be relieved by an amelioration of working conditions. However, a specific service can be rendered to this group and the community by providing satisfactory leisure time outlets. In a survey made several years ago it was decided that the establishment of recreation centres or clubs in the areas in which the women work would greatly help the problem. Supervision should be provided and the program should be as informal and friendly as possible. Suggested were: friendly games, parties where the women could bring their women friends, and parties also where they could bring their boy friends. Here they could meet and enjoy their leisure time under pleasant auspices without excessive restraint. Such a meeting place would substitute a wholesome type of environment for the anti-social influences to which they are often exposed at the present time.

One also wonders if these women could not be invited to parties and dances being held for enlisted men. In this way recreation would be arranged for two important groups at the same time. The results to

both classes could not help but be more satisfactory than the present method of meeting in unsupervised, commercialized resorts.

#### *The Broken Family Unit*

The last group, composed of families in which the male member is away from home, will be discussed very briefly. The wives of soldiers need relaxation from boredom and outlets for their leisure time, but frequently have insufficient funds to provide their own recreation. Left to their own devices, some will seek unsuitable diversions and make undesirable acquaintanceships. As an example of this, frequently enlisted men obtain venereal infections from their wives when home on leave.

The neighborhood house or settlement would seem to offer the most satisfactory recreational outlet for these families. It is unnecessary to elaborate further, except to point out, again, that these organizations provide individual and family counselling, social, physical and cultural development, and, most important, allow for the participation of the whole family, thus strengthening and developing home ties.

#### *Our Obligation*

In these critical times we are all vitally interested in preserving the health and morale of our people. In the last war many of our citizens and enlisted men acquired venereal infections and thus brought suffering to their families, created a health danger in the community and lost valuable time from fighting or working. We must

Continued on page 32

## Health in War Time Britain

Says Ernest Bevin 'Do you remember how the social services were sometimes derided? . . . what a God-send it was we did these things . . . if we had not . . . the people could never have stood up to all the strains.'

**H**UNDREDS of people huddled in all types of air raid shelters — "Andersons" in private yards, crypts of churches, and especially the much-publicized subways—seemingly a solid mass of humanity! With all this crowding together, what of the people's health? Strange to relate it appears to be good even as compared with peace time. 'Why' is a question that has puzzled many. Guesses have been hazarded:—better nutrition due to simple foods, increased interest and propaganda along this line; greater dispersal of the people (only a comparatively small number are chronic shelterers now); for shelterers it has been suggested that even the shelters are possibly better than their homes as regards ventilation, less heated atmospheres and the necessary exercise of walking twice daily to and from the shelters. At any rate, Hitler is finding that "the little men of England" are tough, and not even the primitive life of cave dwellers can get them down. Of course there are certain types of people who lack ability to withstand the shock and strain of war but the great majority bear up bravely.

In early war days, shelters were just that and nothing more. Hordes of people slept so tightly jammed together that authorities report the relevancy of the old song:

E. BLISS PUGSLEY, M.D.

"Seven men slept in a boarding house bed. They all rolled over when anyone said 'Roll over!'" There were no toilet facilities, no bunks, nothing but cold damp floors, and just,—protection. Sleeping in deck chairs caused blood to clot in the legs where the chair's crossbars pressed occasioning sudden death from pulmonary embolism. (A marked drop in this cause of death followed installation of bunks in shelters.) Ventilation and proper lighting were practically non-existent. Vermin had a gala time.

### *New Shelters*

But all that is being changed now. It is estimated that shelters, ideal from the health standpoint, can be built for approximately nine pounds, ten shillings per head—the estimated cost of the present generally unsatisfactory ones. Only cement, steel and shuttering need be considered in their construction. Some of the features are: family cubicles to limit spread of droplet infection (from sneezing, coughing), so ventilated that air from one cubicle cannot enter another; edges of bunks are three feet apart; maximum air turn over; walls and floors smooth finish for mopping down and easy disinfection where a cubicle is taken over by new occupants;

sanitary annexes and canteens; air sterilization. Medical authorities comment: "Air should approximate in purity to the standard now expected in the water supply, instead of being something equivalent to a sterilized sewage effluent."

Good lighting is important, for this encourages cheerfulness and, says the *British Medical Journal*, "one reason why not all people brought into contact with infection develop disease is the state of the general bodily health, closely related to the mental attitude, so that without undue exaggeration it might be said that in resistance to infection, the dirty but cheerful are as safe as the clean but miserable"!

The newer shelters also have sick bays, medical officers' surgery and first aid points. Fully trained nurses as well as doctors must be available in all large shelters in London. Canadian nurses would probably be appalled at the rate of pay—three guineas (\$15.75) weekly and ninety-six hours of duty per fortnight! Britain is at war, and war is on the home front.

#### *Education to Good Health*

Whilst shelter improvement continues, the Ministry of Health is collaborating with the Central Council of Health Education in advertising in the big daily newspapers on such simple but important matters as unguarded coughing and sneezing, droplet infections, keeping the air moving. The posters and pamphlets issued are both witty and instructive, and cover a multiplicity of sub-

jects from what a baby needs for shelter life to how to sterilize drinking water when a bomb has wrecked the plumbing.

#### *Morbidity and Mortality*

In spite of upset homes, lives and routines, British health is amazingly good. Influenza, measles, diphtheria, all are at usual peacetime levels. There has been a slight increase in dysentery, and tuberculosis deaths are slowly becoming more numerous each war year. There were nine times as many cases of cerebrospinal fever in 1940 as in the immediate pre-war period, but even Canada, far removed from the war area has this summer had its epidemic of similar diseases. Yet 1940 shows London with the lowest infant mortality on record—47 per 1000 live births, and Glasgow reports a death rate of 13.3 per 1000 for 1939, lowest in its history, but raised by influenza to 41.1 per 1000 for the winter months of 1940.

#### *Vermin*

"Lousiness" may not be mentioned in polite society, (except as an attribute of character!) but British health authorities even do research on it! It seems that girls are the chief sufferers, especially from three to fourteen years, whereas boys, from age four years "don't go in for that sort of thing." Preschool children are especially affected and school 'medicos' state that perhaps only one third of the verminous victims in industrial areas, are reported to them, and that housing and sani-

tary conditions are a definite factor in incidence. There's a shelter pamphlet on this subject too, so graphically illustrated that after reading it one unconsciously looks about for a scratching post!

#### *Saving the Youngsters*

The Ministry of Health is giving more attention to preventive medicine, for in this Battle of the Birth Rates, children are important, and the annual 46,000 cases with a toll of 3,000 deaths from the preventable disease, diphtheria, is being attacked, the aim being immunization of 70% of the child population. The Ministry of Health says "diphtheria figures are really an absolute disgrace to us all" and advocates public education with health workers and teachers in the vanguard as propagandists.

Fifty-three thousand and sixty-five (53,065) cases of whooping cough appeared in 1940 with 329 deaths, and attention is being directed to the vaccine for this disease.

#### *Raids and Morale*

Civilian air raid casualties result in death to four to six out of every ten people injured in this manner. This is due to poor physical condition, age (old and very young), dangers from debris, escaping gas, and fire. Yet only 5% of all air raid casualties show clinical air-raid shock.

Children stand up well to war adapting it to their own experiences. "Come in out of the war!" called one little girl in a shelter to another outside. Children reflect the attitude of adults in this respect. At the time, excitement and cleaning up the mess prevent emotional upset, but later, reaction in the form of depression, apathy, etc., may set in. But on the whole it appears that "the average British citizen, whether soldier or civilian, is brave and resolute, and when faced with danger preserves an equanimity and stability of mind which is in large measure responsible for the greatness of the nation."

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#### PLANNED LEISURE IN WAR TIME . . . Continued from page 29

profit by this experience and fight the menace of venereal disease with all the weapons at our command; we must assure everyone of the opportunities to partake in physical, cultural and social activities; We must see that commercialized prostitution and other destructive community activities are not allowed to flourish. If a more universal program of leisure time activities will help preserve

health and morale, it should be adopted without delay. The immediate cost in terms of dollars and cents is of importance in a war such as this, but it should be calculated on a relative basis; any expenditure will be repaid with interest in terms of a more effective war effort, an improved public health, both present and future, and the maintenance of family relationships.



S'astreindre à consigner des renseignements par écrit peut sembler besogne onéreuse, mais en service social rien ne doit être négligé pour améliorer le sort des déshérités.

## L'Importance des Dossiers dans une Oeuvre Sociale

MARIE HAMEL

**J**E VISITAIS, il y a quelques années, une oeuvre où étaient recueillis un petit nombre d'enfants illégitimes. Les enfants qui se trouvaient dans cette modeste crèche étaient soignés avec dévouement et affection, en autant qu'il me fut permis d'en juger dans une courte visite. Je m'enquis du placement des enfants, des enquêtes, des dossiers, etc. Quelle ne fut pas ma surprise de constater que pour tout dossier, on ne possédait qu'un cahier scolaire, que nos écoliers ont l'habitude d'appeler "cahier brouillon". Dans ce cahier, se trouvaient quelques notes comme celle-ci: "Pauline, le 15 juin 1937". Puis ici et là, un nom, une adresse, un numéro de téléphone. Certains enfants avaient été placés, mais où? Ce "petit" détail n'avait pas été enregistré. D'enquête, il était encore moins question. Devant une telle négligence, où plutôt ignorance, on se demande avec effarement: "Où en sommes-nous dans notre service social? Si certains enfants tombent entre bonnes mains, combien d'autres, peuvent être abandonnés, maltraités sans qu'on ne le sache jamais. Qu'advient-il de l'état civil de ces enfants? Qui en est responsable légalement?"

Le cas que je viens de décrire est un cas extrême, et aujourd'hui la situation sans être parfaite, s'est

de beaucoup améliorée. En général, nous trouvons dans nos oeuvres des fiches ou des registres où sont consignés les renseignements nécessaires à l'identification des cas, leur état de santé, leur statut économique. Mais à part quelques oeuvres qui comptent dans leur personnel des assistantes sociales diplômées, on trouve rarement des dossiers contenant l'histoire complète d'un cas. Ce dossier devrait faire voir à qui le lit, la personnalité du cas, son entourage, ses habitudes de vie, l'évolution de la méthode de traitement social dans ses diverses phases, etc.

### *Utilité des dossiers*

Certaines personnes expriment l'opinion suivante: "La Providence m'a douée d'une bonne mémoire; l'histoire de mes cas, je la connais par coeur. Pourquoi donc perdre mon temps à rédiger ces dossiers, alors que je puis employer si utilement ces minutes précieuses?" A ceci, nous pouvons répondre: "Nous nous réjouissons et nous rendons grâce à la Providence de qu'elle ce vous ait gratifiée d'une mémoire excellente. Mais cette même Providence, dans ses desseins impénétrables, peut aussi permettre que demain, vous soyez, ou malade ou victime d'un

accident, ou appelée d'urgence ailleurs. Une autre personne prendra alors charge de vos cas. Quel moyen aura-t-elle de se mettre au courant de leur histoire, des efforts que vous avez tentés pour leur réhabilitation, des démarches faites en leur faveur, etc. Voyez-la recommençant les mêmes enquêtes, travaillant à tâtons avec plus ou moins de succès. Si vous aviez rédigé un dossier, vous lui auriez évité une multitude de faux pas et une perte de temps considérable. Elle aurait vite fait de gagner la confiance de vos protégés, tandis que là, elle doit les soumettre à des questionnaires nombreux et elle est exposée à se faire tromper. Par contre, les assistés deviennent parfois agacés d'avoir à recommencer à donner tous ces renseignements qu'ils jugent sans doute interminables".

#### *Point de temps?*

D'autres travailleurs sociaux allèguent qu'ils n'ont pas le temps de rédiger des dossiers détaillés. Il faut admettre que certaines oeuvres sont débordées de travail, mais là où existent une bonne organisation et une bonne direction, on réserve périodiquement certaines heures au cours desquelles le personnel est tenu de mettre à date les dossiers de ses cas.

Enfin, que ceux qui craignent la publicité pour l'histoire de leurs assistés se rassurent, car *seuls* les travailleurs sociaux et les oeuvres reconnus et ayant des raisons majeures ont droit de consulter les dossiers d'une oeuvre sociale. De

plus, ils sont tenus au secret professionnel comme le sont les membres des autres professions.

#### *Utilité pour les oeuvres*

On constate que si les dossiers sont utiles aux travailleurs sociaux, à l'assisté lui-même, ils le sont également aux oeuvres. Les gens à notre époque sont extrêmement mobiles et changent fréquemment de domicile. S'ils ont affaire à une oeuvre sociale dans une ville, il se peut fort bien qu'ils y aient recours aussi dans le nouveau lieu qu'ils habitent. Les oeuvres peuvent se rendre des services précieux entre elles, si elles se communiquent des renseignements sur des cas qui les intéressent mutuellement. Cette collaboration serait difficile si des dossiers complets n'existaient point.

#### *Utilité pour les spécialistes*

Enfin, certains travailleurs sociaux font des travaux de recherches considérables afin de découvrir de meilleures méthodes de traitement social. A eux aussi, les dossiers sont nécessaires, car ils sont le témoignage du fruit de l'enseignement de nos écoles de service social. Pour ces chercheurs, les dossiers sont d'une importance capitale, puisque des faillites et des réussites qui leur sont révélées, dépendent des nouvelles méthodes qu'ils préconiseront, pour travailler à faire de ceux des nôtres que le sort a jeté vers une oeuvre sociale, des êtres humains forts et sains, capables de diriger leur barque à bon port.

of effort and of money available for just the decent good living of life will shrink. There must not be competition between governments, or among voluntary services for the relative allocation of our people's strength: there must be planning and honest, frank appraisal of relative need, on the basis of the essential value rather than the emotional appeal of the project. In few aspects will the free enterprise of democracy be so put to test.

There have been some tragic results of failure to adjust already in the field of voluntary effort. Now the strains on public resources are giving the problem even starker outline. Facilities deemed essential to the ordered life of the state are called to sacrifice in the bleak need of the state itself.

For instance, in Saint John, five hundred children played in the flats and dumps with the necessary transfer of the playgrounds for military purposes: Saint John has other resources, if the will to plan and provide could be made effective. The fine new Manitoba Boys' Training School at Portage la Prairie has gone for war training, but, after a period of transition, plans are under way for a very suitable development, largely the work of the School itself, elsewhere.

In Ontario, the Bowmanville Training School has been given by the Province to the Dominion for a vitally needed air training centre. The key members of the staff,

including the superintendent, will be retained and transferred to an enlarged placement staff. Two additional members were added to engage in home-finding, either for boys with no homes of their own, or for those whose homes were unsuitable. In addition, the field staff was assigned to investigation and plans for supervision of the homes from which the boys had come in the hope and plan of replacement under supervision. The great majority of the boys are likely to be returned to their own homes, many of which are deemed suitable and with due placement supervision provisions. Foster homes are being found for many others. In the meantime, it is quite evident that it will be necessary to have some place to detain boys who cannot carry on satisfactorily either in their own homes or in foster homes, and also for the care of boys between placement. And, — the voluntary agencies in Ontario cities and towns find themselves faced suddenly with heavy field work to receive those boys yet—"this is not war work"!

The buildings of the School for the Deaf at Belleville are being used for military purposes, some of the students have been moved to other buildings in the same city, and School Boards throughout the Province are being asked to assist in caring for those not so accommodated.

The new wing of the Ontario Hospital for Epileptics at Woodstock was not fully in use when the new Ontario Hospital for the

Care of Mental Defectives at St. Thomas was closed and transferred to the Dominion for war purposes. Consequently, the new wing at the Ontario Hospital has been used for transfers from the St. Thomas institution, and the children suffering from epilepsy are being retained at the large Ontario Mental Training School at Orillia where they were in care, prior to the planning of the new building, to which they would have been moved.

The provincial administration is endeavouring to carry on the welfare services which are still requisite to the fullest degree possible. These officials express the opinion that there has been a shift in emphasis in the demands of the welfare services. The pressure for economic aid in ordinarily stable families is, of course, lessened, but, on the other hand, there is re-

ported a greater need of welfare service for children and adolescents because of the absence of the fathers from so many families, and because of the unusual tension and spirit of adventure of the times.

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And, so it goes, Ol' Man River jest keeps rollin' along, though nations crumble and mankind is in conflict. Deep and strong the tide keeps running. In that tide, we see the strength of a growing conviction among the free peoples of the world that, even while war wages, there is a new social gospel in the making. We shall bend our backs now to struggle, sacrifice and suffering, but when the battle is won, men will see that the future state will be bound to honour not only considerations of territorial but of individual and social integrity. C.W.

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#### A GENERALIZED CENTRALIZED SERVICE . . . Continued from page 16

minated whole, then it might well be—and, indeed, it is quite likely to be—that when the full surge of problems comes after the war, we shall be overwhelmed.

It seems to me the time has come for all of us to get together on the basis of the people and the area to be served. Let us forget, for the moment, who is going to pay for what, and see what looking after someone in trouble means. It means a plan for the community as to who is going to do what is needed for anyone in need, of this kind or that. Let us work out that one service will do *all* that is to be done for any one

case, at the *cost* of tax funds and through staff, that is *publicly* appointed and *publicly* controlled. (We can work out, after that, how to route payments to the proper sources. Human life is what matters.)

Then let us work out what the "voluntary" welfare services are ready to do, on a common plan, too. In this way, with all the *publicly* controlled social services working as one, and all the *privately* financed services working on a common plan, we can hope to present a united front to these evils, eating at the homes and lives of our people.

By courtesy of the Ottawa Library Association *WELFARE* will review each issue, the season's best book of "social significance".

## English Saga, 1840-1940

**M**R. BRYANT has given us an unusual book. In it he portrays the past while thinking of the future. "What is going to happen after the War?" he asks, as everybody else is asking. Before the future of a country can be foreseen or planned, her history must be known and the character and desires of her people understood.

"The social conditions of that older England—Christian, rural, half-democratic and half-authoritarian — were the outcome of centuries of evolution. They combined diversity with great cohesion and strength. Within their strong but narrow confines the English had developed the capacity for compromise, ordered freedom and toleration which is the core of modern democracy, defeated the attempts of the Spanish and French Empires to dominate the world by force and established, with the aid of sister kingdoms, the British Empire in their stead. They left posterity the English village and countryside, the parliamentary system, the genius of Shakespeare and Newton and the London of Wren. The present may still have something to learn from a community that could achieve so much out of so little."

He suggests that gentleness, generosity, humility, valiance and

ARTHUR BRYANT

chivalry were once generally considered realistic qualities, as the tone of English literature shows, but that they came to be less important in the life of the nation as a whole after rationalism and money-making set in.

We are shown the move from rural to urban life, with its consequent transformation of the edges of London and of other cities from fields to streets. The Londoners still had country habits which included much walking and hearty eating. For amusement, according to their class they went to the fair or the zoo; or they played cricket, fished up the river, enjoyed shooting parties and steeple chases. The extremes of poverty and wealth in the industrial cities got farther and farther apart; the aristocracy and country gentry continued to dominate in social life and politics. Before the broadening of the franchise, they controlled the personnel of the House of Commons. Mr. Bryant comments,

"Since the seventeenth century, the greater landowners had preferred to rule through the lower House in preference to their own. In this they showed unconscious wisdom, since those set in authority over the English usually in the end provoke their jealousy and incorrigible sense of independence."

Bryant, Arthur, *English Saga, 1840-1940*, London, Collins with Eyre & Spottiswoode (c. 1940) \$3.50.

There is no denying that the cultured and ruling classes were proud, aloof, and intolerant of foreigners. An ideal of justice rather than humility was inherent in their character. Nevertheless these landowners retained, along with their vigorous pleasures, a sense of responsibility for the welfare of their tenants, and Christian ideals continued, fairly generally, to pervade the nature of the people, though modified somewhat by a preoccupation with material comforts. The mark of a gentleman's culture was a knowledge of the Bible and the Classics, "familiar in his mouth as household words".

"If the apex of the agricultural community and of its ordered industry and culture was the country house, its basis was the cottage. It was here that those who reaped and sowed were born and bred. Their homely virtues were as vital to their country's splendid achievement as the genius and assurance of the hereditary aristocrats who led them. . . . On the field of Waterloo the great Duke gave his calm orders, and with equal calm and fortitude the rustics who manned the battered squares obeyed." "Wurken an the land is lovely wurk," was the ungrudging verdict of an old Buckinghamshire labourer after a life of ceaseless labour. . . ."

By a richness of detail and an excellent graphic style Mr. Bryant recreates the sights and sounds—the whole atmosphere—of the old English life. Surely it was with more than a trace of nostalgia that

he named the first chapter: "Green land far away".

The story continues; it becomes one of struggle, travail, misery, and anguish in "dark satanic mills". The horror of conditions that for a while prevailed in some of the black towns would be considered excessively sordid and incredible if this were a novel rather than a factual study. Little by little the national conscience came back to life, and perhaps the exigencies of the present day will bring it to maturity.

Then there was the war of 1914-1918. "It was perhaps just because the State left the Englishman free to serve the nation in his own way that he came to its aid in the hour of need with such enthusiasm. He valued the virtues of self-sacrifice, civic pride and comradeship the more because he had had to foster them himself."

By 1940 "Men were back with their own souls because the realities of the world of commerce and profit-seeking had failed them".

Perhaps the most significant chapter in the book is the last.

Many people would agree that hard lessons must be learned: that "A competitive world ends in a warring world"; and that "the wealth of a nation consists in nothing but the virtue of her children and her children's children. That no profits, education, law, custom, or institution that does not contribute to their health and goodness is of any enduring value."



## The Spiritual Training of The Child

NE TANNIS SEMMENS

**D**URING the stress of the present day we cannot overestimate the need for the spiritual development of the child and, in this connection, we are fortunate to be able to publish the following article written for us by a specialist in the religious training of children.

Before me as I write there is an attractive card-form of 'The Children's Charter', a Declaration of Geneva in which men and women of all nations (of which Canada was one), recognizing that mankind owes to the child the best that it has to give, accepted as their duty that regardless of all considerations of race, nationality and creed, the rights of the child should be respected. The Charter makes five declarations, the first of which is: *'The Child must be given the means requisite for its normal development both materially and spiritually.'*

We had done fairly well with the material welfare of our children in Canada even before we became a signatory of the 'Declaration.' Homes recognize the necessity of providing for children the material advantages of decent housing, good food, adequate clothing, and scores of organizations outside of the home have been working to raise the standard of our children's living. It is in the area of spiritual welfare that we should feel some concern for it is in this realm that we blunder. As we try to guide children

spiritually we tend to preach, to plead, to moralize; we reward, restrict, command, penalize and we fail to see that these are negative techniques which make impossible learning in the realm of the spirit. What can we do to help Canadian children to achieve their rights for 'normal development *spiritually*'? How can we help our children to achieve character equal to the demands of modern living?

### *Qualities of Character*

We ought first to try to define the qualities of character our children should have; even though we hesitate to enumerate them. We do want them to be alert and thoughtful, creative, imaginative. We want them to be self-regulated and self-disciplined. We want them to have initiative, intelligent independence, courage, energy, originality. We want them to be discriminating, to have the ability to weigh and decide, to possess a sense of values, to be able to exercise choice. We want them to have social sensitivity and to be dependable.

We ought in the second place, to know how to help children to achieve these desirable qualities,

remembering that in daily life they are exposed to a variety of standards of behaviour. The home is the permanent social unit and it is in the home that character patterns are determined. An environment free and flexible, informed adults, intelligently alert to the learning values of specific situations, will provide the conditions for spiritual growth. Some of the influences of the home will be witting, some unwitting. The process of learning will be from unconscious absorption to unconscious and ultimately conscious expression.

What are some of the areas of family life which provide spiritual development for children? The atmosphere or pattern of family

life is of primary importance; if it is harmonious and loving and serene it will provide the sense of security so necessary for child growth. Joyous acceptance of everyday happenings, freedom from tension, response to the needs of others, a constructive way of approaching situations, a recognition of family responsibilities within the home and social responsibilities outside of it, comradeship in thought and play and worship, recognition of the reality of God in the Universe and in life,—of such as these are some of the contributing elements; these are the positive techniques through which we can provide for our children the conditions of 'normal growth spiritually.'

#### ERRATUM

I SHOULD LIKE to call the attention of our readers to an error in our department of "Welfare", last issue, under "New Education Fellowship Conference".

The notes for this report were taken by Miss Grace Sykes—who, by the way has recently left for China. These notes in turn were excellently edited by Evelyn Murray. My only participation was that of a very interested reader.

G.D.

#### OVERSEAS CHILDREN IN CANADA AND THE UNITED STATES

##### CANADA:

Number of C.O.R.B. children received.....	1,532
Number of children privately transported (including schools 500) to private auspices.....	2,071
Mothers with children (about 500-600 mothers).....	2,348
	<hr/> 5,951

##### UNITED STATES:

Moved by the U.S.A. Committee (C.O.R.B.).....	973
Non-committee children (accompanied and unaccompanied)	5,453
Migration undetermined .....	407
	<hr/> 6,833
Transits to Canada, South America, etc.....	407





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